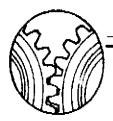


Economic Development Strategy

Eastern Baltimore County Revitalization Strategy



The revitalization of Eastern Baltimore County is dependent upon a strong economic development program that will ultimately transform the area's image to that of a successful place to do business. The objectives of this program are to:

- Retain and create well-paying jobs
- Increase business confidence and investment in the area
- Increase the supply of developmentready industrial land
- Promote waterfront tourism
- Increase the area's tax base.

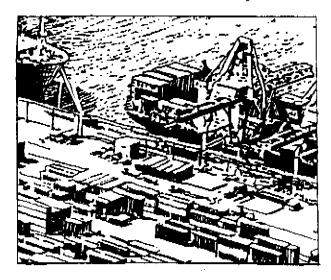
The economic development strategy for Eastern Baltimore County is primarily focused on retaining, expanding, and attracting businesses that bring new wealth into an area producing goods and services sold outside the area. Jobs in these types of companies are usually well paying and provide employees with greater disposable incomes that they often spend locally. In general, these are companies engaged in manufacturing, fabrication, assembly, warehousing, distribution, office uses, and research and development.

POLICIES

The economic development and revitalization of Eastern Baltimore County is critical to the continued vitality and prosperity of Baltimore County. As such, the County should promote industrial and office development and redevelopment that:

- Stabilizes, strengthens, and diversifies the area's economy
- 2) Generates "living wage" employment
- Improves the economic and visual image of the area; and
- Minimizes adverse impacts on adjacent residential communities.

There will be inherent difficulties and tradeoffs in revitalizing Eastern Baltimore County, but it must be recognized that without increased economic activity, this area will continue to decline. The government, business interests, and communities must work as partners and seek cooperative and innovative methods to enable economic development that will enhance Eastern Baltimore County.





ECONOMIC DEVELOPMENT STRATEGIES

The economic development strategy for Eastern Baltimore County is two pronged. The first is an overall program of business development applicable throughout the area and the second is a targeted action plan to address the specific needs of the different Employment Centers in Eastern Baltimore County. The remaining sections of this chapter outline these two approaches and Appendix A contains the implementation schedule and a map showing the capital improvements needed to spur economic development.

BUSINESS DEVELOPMENT STRATEGY

The Department of Economic Development is formulating a business development program for Eastern Baltimore County to increase the area's attractiveness as a business location. The purpose of the program is to better understand and respond to existing businesses and the companies the County is trying to at-

tract to the area. The basic components of the program are described below.

1. Company Visitation Program

The Department of Economic Development will conduct regularly scheduled visits to companies to establish positive working relationships between business and county government; identify industry needs, issues, and trends; provide information about available services; and assemble a database of information to develop programs and/or legislation to identify and address common business issues.

2. Financing Program

The Department of Economic Development will administer a complete program of financing options that can be used to retain, expand, or attract businesses. Appendix D outlines the options available and specific packages can be designed with the financial officer at the Department.

3. Real Estate Search Assistance Program

Under this program, computer databases of available buildings and land, with specifications and owner/broker contacts will be developed and used to help prospects find sites suited to their needs.

4. Ombudsman Program

A business representative with the Department of Economic Development will be assigned exclusively to manage the Eastern Area as a "troubleshooter" to assist businesses and help resolve various issues. The Department will also act as an advocate for pro-business legislation on local, state, or federal levels.



5. International Trade Program

As foreign markets expand, there are new opportunities for local companies to export their products and services, thereby creating additional jobs. The Department's International Trade Program will actively promote global trading on the part of the County companies by: 1) identifying exporting companies and offering assistance with expansion of foreign markets; 2) identifying companies with exportable products/services to explore penetration of foreign markets; and, 3) assisting exporting companies facing difficulties with trading. This will be done by personal visits, phone solicitation, and direct mail. A referral network to international trade resources will be maintained and export counsels will be established for experienced exporters to assist beginners.

6. Marketing Program to Attract New Business

The important elements in this program are to maintain an up-to-date database of important locational information, create customer presentations, perform property searches, conduct prospect and familiarization tours for brokers and the Maryland Department of Business and Economic Development representatives, develop marketing pieces highlighting the advantages of the area, and develop a program to attract targeted businesses.

7. Resident Business Appreciation Program

Under this program, the County will host an annual county business awards program that honors three companies' contributions to the County.

8. Work Force Assistance Program

This program will assist new and resident businesses with recruitment, assessment, training, and relocation of employees by referral and coordination with government employment programs and by combined financing with the State to offer financial incentives to recruit, train, and relocate workers.

9. Brownfields Redevelopment Program

"Brownfields" are vacant or underutilized commercial or industrial sites that face environmental clean up challenges that hinder their redevelopment or reuse. The difficulties often involved in redeveloping these sites cause companies to look instead to "greenfields" locations as the sites for new industrial plants. A greenfield is forest or farm land, usually in an outlying location, that is available for industrial development.

The precise number of brownfields sites in Baltimore County is unknown because there are no precise specifications for brownfields, nor is there a requirement to report them. However, it is known that many hundreds of contaminated sites exist around Maryland. An indicator of Baltimore County's brownfields problem is the number of County sites on the State list of potential hazardous waste sites. With 51 sites, Baltimore County ranks second only to Baltimore City among Maryland jurisdictions in the number of such sites. Almost half of these sites are in Eastern Baltimore County.

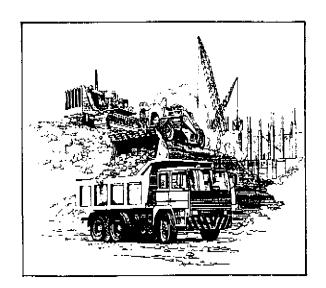
A succussful brownfields program will need State legislation to promote the clean-up and reuse of these sites. Key components of this legislation would include: releases from liability and assurances for parties who did not

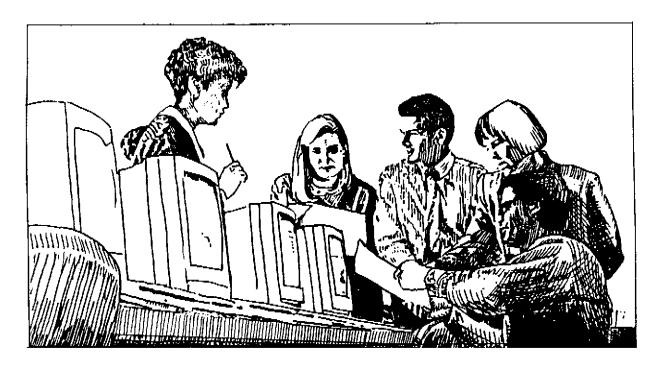


cause the contamination of a property, but who wish to clean it up and reuse the land; certification for when a cleanup has been successfully completed; limited "reopeners" or circumstances under which a regulatory agency can reinitiate action on a particular property; and risk-based clean-up standards, so that land slated for industrial development need not be cleaned up to levels necessary for residential development.

10. Business Development Monitoring Program

The Department of Economic Development will develop a system to monitor the retention, expansion, and attraction of business in Eastern Baltimore County. This will be based on a representative sample of businesses in the area and will analyze "births and deaths", employment gains and losses, and new capital investments, wage levels, use of incentives, and other indicators of economic health.





EMPLOYMENT CENTER STRATEGIES

The remaining sections of this chapter outline the specific strategies needed to foster economic development in each of the four different employment centers.

SOUTHEASTERN EMPLOYMENT CENTER

The Southeastern Employment Center is anchored by large and long established employers such as the Port of Baltimore and the Bethlehem Steel Corporation. These industries, along with the former Glenn L. Martin Corporation outside Essex, were the economic engines that drove the development of Dundalk, Essex, and Middle River. However, beginning in the 1970s, a changing world-wide economy, expanding suburbanization, technological advances, and deep cuts in defense spending took their toll on traditional manufacturers and related uses. A number of plants closed and others, in order to survive, dramatically downsized and invested heavily in modernization that increased productivity, but reduced the labor force through efficiency and automation.

The impact of the decline of manufacturing has rippled through the local economy, affecting supporting industries such as small machine shops and defense industry subcontractors. Laid off workers often take lower paying retail and temporary service jobs, or remain out of the job force for extended periods. This then decreases their spending power, often at the expense of local businesses. The result can be a self-perpetuating cycle of decline. Furthermore, the decline of the manufacturing sector as a source of so many well paying jobs

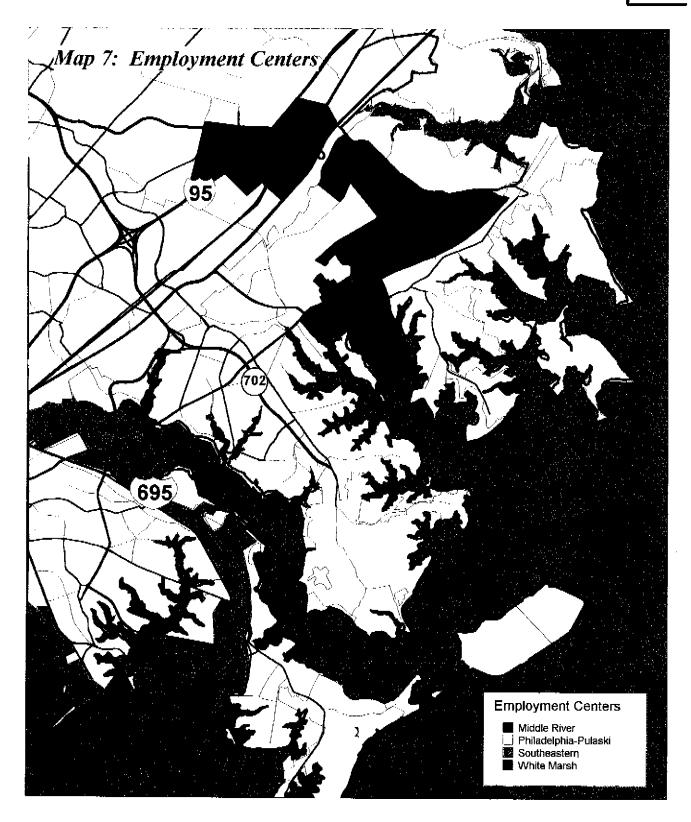
closes an avenue to the middle class that was commonly taken by many residents in this area.

The era when a relatively few number of heavy manufacturers employed literally thousands of people is over. However, despite the heavy job losses, manufacturing employment has been fairly steady in recent years, possibly implying that companies are adjusting to the current economy. Bethlehem Steel remains the largest private employer in the County, with over 5,300 employees and there are a number of successful small to midsize manufacturing employers in the area such as Signode, Vulcan Hart, DAP, SIVACO/National Wire, and Thompson Steel. The DAP Corporation and Vulcan Hart recently expanded; Avesta Sheffield, the world's largest manufacturer of stainless steel, is modernizing and anticipates hiring 200 additional employees; and a new flex/office project was recently built on North Point Boulevard.

The Southeastern Employment Area offers distinctive advantages to existing and new companies --- a defined industrial base that establishes an image and allows seller/purchaser relationships among firms; readily accessible transportation routes via the Port, rail, or interstate system; and land zoned and serviced for manufacturing uses. And ironically, the final advantage may be the economic decline of the area; communities are becoming much more supportive of attractive and nonpolluting industrial development because it provides opportunities for local employment and redevelopment of unsightly and underused parcels.

However, the vacant and underused properties are evidence of the difficulties in expanding, upgrading, and attracting businesses in this







Employment Center. The challenge is to capitalize upon the significant potential of the area by developing a coordinated strategy that focuses on "leveling the playing field" through targeted in-depth business development, incentives, and image enhancement.

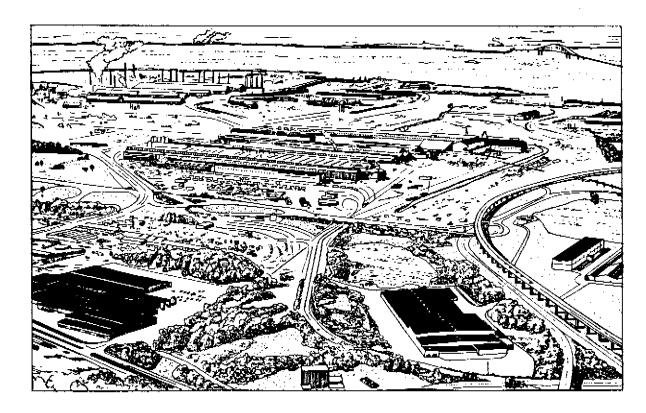
RECOMMENDATIONS

1. Continue to Explore Viable Development Options for the Sparrows Point Industrial Park

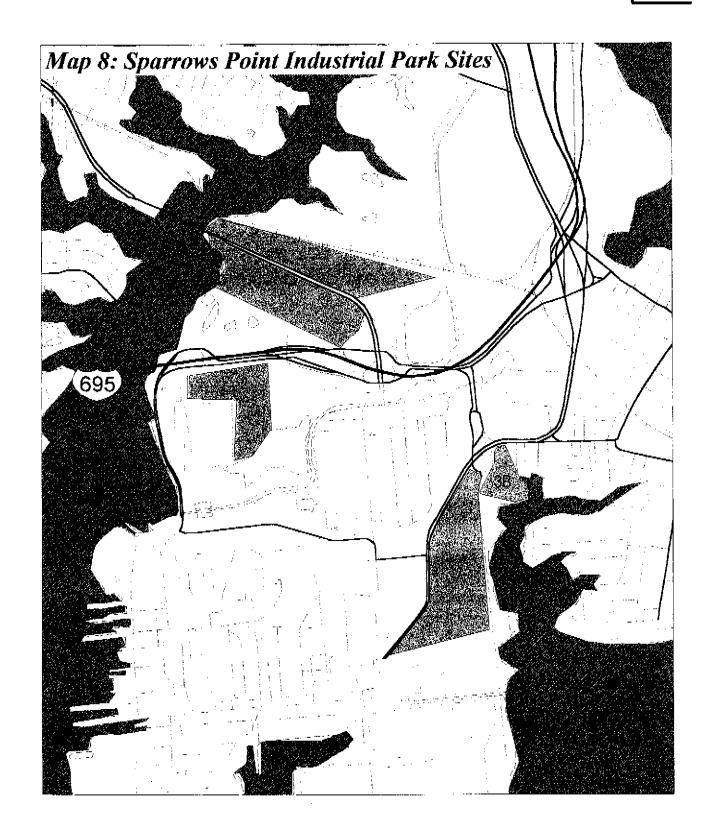
There are very few large undeveloped properties zoned for heavy manufacturing left in the County. One of these is the Sparrows Point Industrial Park to which the County, through a non-profit development corporation, has the option of taking title from Bethlehem Steel Corporation. The park consists of five separate parcels totaling 313 acres located on

the northern and eastern edge of Bethlehem Steel's plant. (See Map 8).

The County is reviewing the latest information about the property's development potential and is analyzing the risks and rewards of going forward. An alternative strategy may be to explore other ways to accomplished development of the land, short of the County assuming direct responsibility for it. If, however, the County does decide to acquire the property, the non-profit Baltimore County Development Corporation should be reconstituted. This authority was created specifically and exclusively to acquire the Sparrows Point Industrial Park. Membership should include business experts, elected officials, and representatives of the various interest groups in the area.









2. Designate North Point Corridor as an Employment Center

The Growth Management Areas map adopted by the County Council in 1992 did not classify the North Point Corridor as an Employment Center. With the renewed interest and commitment to the area, the industrial portions of the North Point Corridor should be redesignated as shown on the Employment Centers Map (p. 21). More specifically, this Center should be identified as an Economic Revitalization Area and be targeted for special programs that further the revitalization policies for this area.

3. Designate the Industrial Corridor as an Enterprise Zone

Enterprise Zones are a tool the State of Maryland offers to local jurisdictions to promote economic development in economically depressed areas. Eleven other jurisdictions already have one or more zones, including Harford County (with one) and Baltimore City (with eight). The Enterprise Zone program offers two primary benefits to businesses in a designated zone who expand or hire new employees. The first is a property tax credit that incrementally declines over ten years, and for which the State reimburses the County for fifty percent (50%) of the cost of the tax credit. The second is an income tax credit in which a company receives a one-time \$500 credit for each new full-time job created in the zone. If a new job is filled by a worker who is certified as economically disadvantaged, the credit can total \$3,000 over three years.

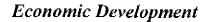
Baltimore County has successfully applied to the State of Maryland to designate most of the Southeastern Industrial Corridor as an Enterprise Zone. The location of the North Point Enterprise Zone is shown on Map 9. It encompasses most of the manufacturing-zoned land in the Corridor and applies to most businesses except retailers. These uses were targeted because they generate the most jobs and the greatest economic spin-off of all commercial and industrial uses. This designation will put the Southeastern Industrial Corridor on an economic par with neighboring jurisdictions. These incentives, when combined with other revitalization efforts, will be a powerful tool in attracting new investment and opportunities to the area.

4. Inventory North Point Boulevard Corridor

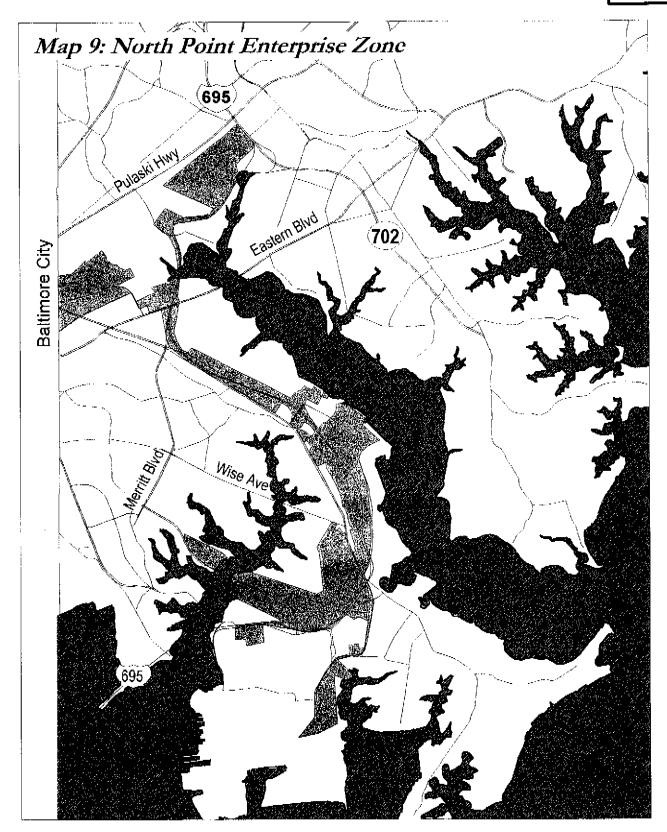
A complete inventory of the North Point Industrial Corridor should be done to supplement the overall business development program described in the beginning of this Chapter. The Department of Economic Development should be the lead agency in conjunction with the Department of Environmental Protection and Resource Management, the Office of Planning and the Office of Information and Technology, to create a computerized geographic file that, on a parcel basis, will show:

- Land use (type, size of buildings, zoning....)
- Ownership (name, address, acreage, assessments...)
- Employment data (number of employees...)
- Environmental constraints (wetlands, forest, critical area...)

Generalized information about surrounding land uses that could influence a project will







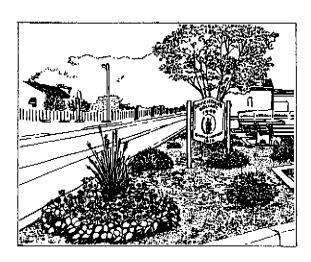


also be gathered. See Map 10. The result should be a very complete picture of the corridor. This would be the first effort to do this type of detailed land use, economic, and environmental research for an area, and it will be an invaluable marketing and planning tool for the Corridor.

5. Improve the Physical Appearance of North Point Boulevard

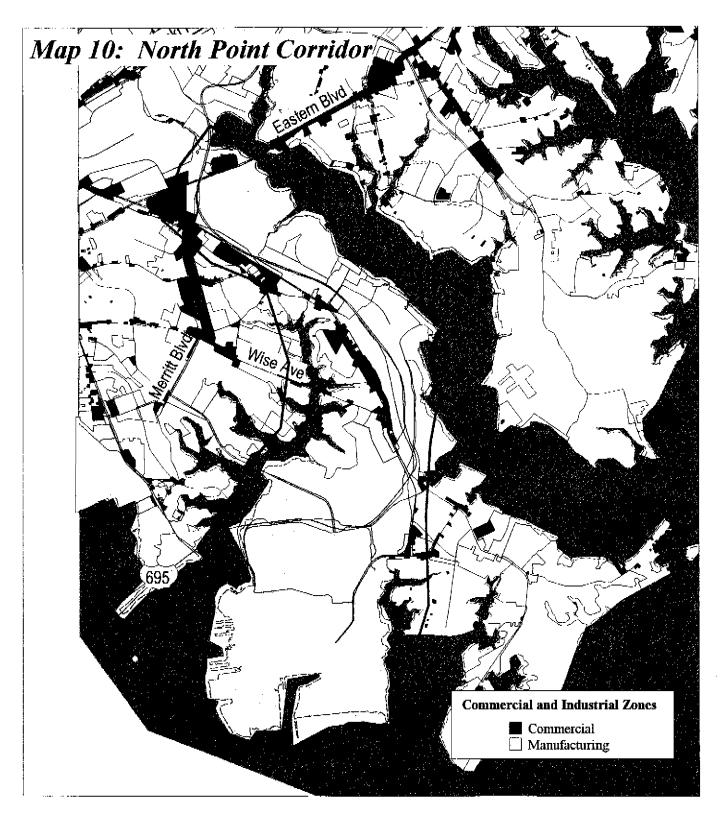
The North Point Corridor is in dire need of physical improvement. As the main thorough-fare into and through the Southeastern Employment Center, it should present an attractive image of success and vitality. These are not superficial issues; the physical appearance of an area directly relates to the overall image. A landscaping plan and specialized code enforcement program are the best approaches to improve the image without inhibiting new development and investment.

Landscaping - The Office of Planning and Zoning and the State Highway Administration in conjunction with an advisory group of local business and community representatives, should prepare a North Point Corridor Land-



scape Plan based on the standards in the Baltimore County Landscape Manual. There are two distinct advantages to this proposal. First, a developer of a parcel will be able to dispense with the expense and the time of having a registered landscape architect prepare a required landscape plan for a development project. Second, there will be a uniform and attractive streetscape developing along the Corridor that will slowly, but surely improve the physical image of the area and make it more attractive for new investors. The North Point Corridor Landscape Plan should address the sides of the roads as well as the median, incorporate both state and county design objectives and standards, use native low maintenance plant species, and investigate planting programs that share planting and labor costs with the State and local organizations. maintenance program led by community and business associations and civic groups such as the Boy and Girl Scouts should also be developed.

Enforcement - The County, in partnership with the business and residential communities of the North Point Peninsula, should initiate a program similar to that done on Liberty Road that focuses on improving the physical appearance of the corridor through cooperative and voluntary compliance with existing Baltimore County Regulations. Under this program, Code Enforcement Staff survey the corridor for violations and pass them on to the Planning Office and a task force of community and business representatives to resolve. Issues that can not be mutually resolved are forwarded to the Department of Permits and Development Management for further action. The Office of Planning should establish a similar program for North Point and focus on landscaping, signage, parking, and exterior building maintenance issues.





PHILADELPHIA-PULASKI EMPLOYMENT CORRIDOR

The Philadelphia-Pulaski Employment Center is defined by the two major roadways of Philadelphia Road (MD 7) and Pulaski Highway (US 40) and it extends from the City line to the Gunpowder Falls. Most of the corridor is zoned for light manufacturing uses with heavier business zoning stripping Pulaski Highway. With a few notable exceptions near the Beltway and the White Marsh Employment Center, most of the western side of Philadelphia Road is excluded because it is primarily zoned for residential uses. Much of the lower portion of the Corridor has been developed and supports a variety of uses ranging from the Golden Ring Mall, light industrial development along Yellow Brick Road, and auto and truck oriented uses along Pulaski Highway.

The Philadelphia Road Corridor Study, which was adopted by the County Council in 1992, addressed portions of the Employment Corridor along Philadelphia Road from Rossville Boulevard to Ebenezer Road. The Study recommended a number of land uses and transportation actions, most of which have been implemented. The remaining economic development issue is the provision of needed infrastructure to spur and leverage new development. In the short term, the targeted areas are the approximately 400 acres of undeveloped land at the Kelso/UPS site and the undeveloped land along Yellow Brick Road. strategy is to provide access to these areas and promote light industrial, distribution, and office uses that build upon the success of the Rossville Industrial Park. Also, as recommended in the Study, a mechanism to protect communities, but not inhibit job-generating development should be formulated. In the longer term, sewer should be extended to the northern end of the Corridor to foster future economic development.

RECOMMENDATIONS

1. Extend Critical Infrastructure

Kelso Drive should be improved from Golden Ring Road to the Beltway underpass and extended through the UPS site to the end of their property. Additionally, the intersection of Cowenton, Ebenezer, and Philadelphia Roads should be realigned to eliminate the offset of these roads.

2. Implement the Philadelphia Road Corridor Overlay District

The Philadelphia Road Corridor Study recommended the development and application of a special overlay district that generally would extend cast of Philadelphia Road and west of the proposed Yellow Brick Road or the CSX railroad, south of the South Fork of White Marsh Run and north of Lennings Avenue. The district would supplement or modify the provision of the underlying industrial zoning and would be designed to ensure that "...future development in this area is compatible with adjoining residential neighborhoods without placing unnecessary restrictions on industrial uses." (p. 24)

The details of such a district should be developed by the Office of Planning, Departments of Economic Development and Public Works, and a representative advisory group. Additionally, the feasibility of extending Yellow Brick Road from Middle River Road to Campbell Boulevard as a County Capital Improvements Project should be evaluated.



3. <u>Develop Transportation Services between Employment Centers and Potential Employees</u>

Both the draft Essex-Middle River Community Conservation Plan and the adopted Philadelphia Road Corridor Study called for studying shuttle service between the health and education complex on Rossville Boulevard and Essex/Middle River communities. The scope of this analysis should be expanded to include connections to other employment sources in this Corridor, service to Dundalk, and possible use of bus service. This should be done in conjunction with employers, the Mass Transit Administration, residents, and transportation planners to investigate realistic short-term and long-term transportation options.

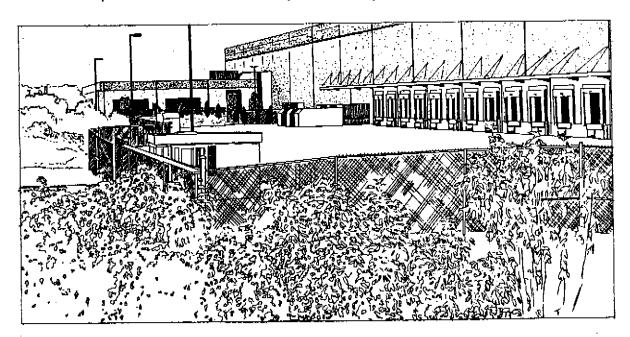
4. Promote the Use of the PUD-C Process

The commercial planned unit development (PUD-C) process was specifically developed as a tool to promote commercial redevelop-

ment and to upgrade the uses and appearance of the County's major commercial highways. The lower portion of Pulaski Highway is a prime candidate for physical improvement through this process. The County should encourage and facilitate the use of the PUD-C in this area.

WHITE MARSH EMPLOYMENT CENTER

The White Marsh Employment Center encompasses the White Marsh Business Community as well as additional industrially zoned land east of Route 43 and south of Philadelphia Road to Pulaski Highway. This Center includes the White Marsh Mall; the office, service, and research and development uses around the Mall; the warehouse and distribution uses and retail "power center" on the east side of I-95 as well as the new CSS Power telecommunications equipment manufacturer; and industrially zoned land currently owned and operated by the Genstar Corporation.





In 1985, the Perry Hall-White Marsh Plan was adopted and the land within the White Marsh Employment Center was designated to absorb most of the new non-residential development on the east side of the County. This area is the industrial, service, and commercial core of the White Marsh Growth Area and is the fastestgrowing employment center in the County. The White Marsh Employment Center is included in the Revitalization Strategy because it has and will continue to be an extremely important source of well-paying employment opportunities for the residents of Eastern Baltimore County. Under the direction of the principal land owners and developers, Nottingham Properties, this area has been very successful in achieving the economic development goals stated in the beginning of this Chapter. Important infrastructure has lagged behind schedule, but the completion of Campbell Boulevard to Philadelphia Road and construction of the interchanges at White Marsh Boulevard and Philadelphia Road should further improve access to the White Marsh Business Community and the Town Center.

The economic development strategy for the White Marsh Employment Center is to continue following the guidelines and policies of the Perry Hall-White Marsh Plan that pertain to the Employment Center and to extend critical infrastructure to promote the development of businesses that offer well-paying employment opportunities. Transportation improvements are needed to "open up" the southern end of the Center and to physically link the White Marsh Center with the other Eastern Area employment centers. This latter issue is very important to the long-term economic viability and strength of the area. Planning, marketing, and transportation linkages among the Eastern Area's employment centers are needed to create a powerful Eastern economic

center that combines individual strengths and opportunities.

RECOMMENDATIONS

1. Up-date and Reaffirm the Industrial Land Use Policies of Perry Hall-White Marsh Plan

To create jobs and increase the area's tax base, the following policies of the Perry Hall-White Marsh Plan should be updated and reaffirmed:

- a. Promote the White Marsh Growth Area as a preferred location for industrial, commercial, and office development in Baltimore County.
- b. Encourage the most prestigious kinds of development to occur in the vicinity of the Town Center.
- c. Encourage the development of industrial and office/research parks associated with a landscaped campus development theme on parcels adjacent to White Marsh Boulevard and I-95.
- d. Encourage a wide variety of industrial development in the corridor between Pulaski Highway and Philadelphia Road from the Beltway north.

2. Complete Planned Infrastructure Improvements

The proposed extension of Campbell Boulevard from Philadelphia Road (MD 7) to Pulaski Highway (US 40) should be completed as per the CIP schedule. An alignment alternatives analysis for an Army Corps of Engineers permit should be completed by 1996 to

be followed by engineering and construction. The sewer will be installed in conjunction with the highway construction. The schedule to construct the interchanges at White Marsh Boulevard and Philadelphia Road in the Spring of 1996 should be maintained.

3. Recommend the Extension of White Marsh Boulevard (MD 43) to Eastern Avenue (MD 150)

The State of Maryland should extend White Marsh Boulevard to link the White Marsh and Middle River Employment Centers. This would connect the two employment centers with direct access to I-95, thereby extending and anchoring this area as a prime location for economic development. See "Middle River Employment Center" section for further discussion.

MIDDLE RIVER EMPLOYMENT CENTER

The Middle River Employment Center is composed of the Martin State Airport, the Chesapeake Industrial Park which includes the Lockheed Martin Corporation facility, the U.S. Army Publication Depot, and the 1,000 acre undeveloped A.V. Williams Tract. The economic anchor of this area has been the Martin Corporation which, during the 1930s and 1940s, became the world's foremost aircraft manufacturer. At its peak during World War II, the company employed over 50,000 people. Now, after two major mergers, corporate downsizing, and the decline in the defense and commercial jetliner industries, the Middle River facility's employment is under 1,200.

The severe drop in Lockheed Martin's employment levels over the past few decades has had a devastating impact on the surrounding Essex-Middle River communities whose residents were dependent upon the company for jobs. The County and the private sector must promote the economic development possibilities of this Employment Center as a new source of well-paying employment. The A.V. Williams property is the largest industrial tract of land under single ownership in the County, but has been rendered almost undevelopable because of poor transportation access. addition to the Williams tract, the Chesapeake Industrial Park has about 80 acres of developable land with access to Eastern Avenue and even more importantly, shoreline frontage along Dark Head Creek. A further 600,000 square feet of warehouse space may become available in the U.S. Army Publication Depot. And finally, there is the Martin State Airport which is the largest general aviation facility in Maryland. This airport operates as a reliever for the Baltimore/Washington International Airport, is a base for the Maryland Air National Guard, and with its control tower and long runway, is capable of handling some additional corporate air traffic.

There is tremendous economic potential in the Middle River Employment Center with its existing industrial uses, developable water-front, large inventory of undeveloped land, and extensive transportation opportunities. Government must take a prominent role in partnership with private enterprise, to "jump start" economic development by providing critical infrastructure and targeted financial support. The strategy is for Baltimore County government to work with the State of Maryland and the private sector to advance the development of the A.V. Williams tract as a major employment site and the Chesapeake



Industrial Park as a potential location for an important waterfront attraction. The importance of the transportation opportunities, image enhancement, and relationships to the other Employment Centers and Community Conservation Areas must also be incorporated into the strategy.

RECOMMENDATIONS

1. Recommend the Extension of White Marsh Boulevard (MD 43) to Eastern Avenue (MD 150)

The extension of White Marsh Boulevard, from its current terminus at Pulaski Highway through the A.V. Williams tract to Eastern Avenue will have tremendous economic development implications for the Middle River Employment Center and indeed, the entire Eastern Baltimore County. It would:

- Open up the Williams tract to new job generating development and provide a highly prized direct link to I-95
- Significantly improve access to the Lockheed-Martin facility and increase the development potential of Chesapeake Industrial Park
- Improve access to the Publication Depot
- Connect Martin State Airport directly to I-95, improving the facility's attractiveness as a general aviation airport, increasing its ability to lure spin-off development, and potentially creating a transportation hub with the commuter Amtrak line, corporate aviation services at Martin State Airport, and interstate highway system

 Connect White Marsh and the waterfront communities of Bowleys Quarters and Chase, maximizing employment, housing, and waterfront opportunities that would reinforce community conservation efforts.

White Marsh Boulevard is a state-owned road and as such, the State Highway Administration (SHA) is the agency responsible for the planning and implementation (including financing) of the road's extension. The State Highway Administration has estimated that the construction cost of extending a four lane divided highway to Eastern Avenue to be from \$35 - 100 million.

Recognizing the inherent difficulties of funding this project, the Governor of Maryland and the Baltimore County Executive announced in January of 1996 that they would establish a task force to study issues relating to the extension's alignment, its environmental impact, and construction cost estimates, The task force's top priority is to explore all means of funding the extension, including cost-share plans that include the State, County, and private sector development interests. The task force will be comprised of State and County officials, business leaders, and local residents representing communities in Eastern Baltimore County. These efforts will be supported by \$150,000 from the State and \$30,000 from the County. Pending the outcome of the study, it is the County's intention to pursue the extension of White Marsh Boulevard.

2. Develop a Mixed Used Waterfront Destination

The County should investigate the feasibility of developing a major waterfront conference and convention center in the Chesapeake In-



dustrial Park. This should be tied to other attractions such as a marketplace or cultural heritage museum. Such a concept would support the growing tourism industry in Baltimore County by providing a center for those uses displaced by the potential expansion of the Timonium Fairgrounds. Being accessible to water, it would also support the marine trade industry by creating a local waterfront destination for boaters. See the "Waterfront Enhancement Section" for more details.

